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Oregon State Government's system of training is examined to determine what the operating agencies and the Civil Service Commission are doing, how educational institutions are used as resources, and how training needs are identified and training is planned. The examination revealed that (1) the lack of clear, definitive statewide policies and standards for training and development in state government contributes to disparities among operating agencies; (2) lack of authority by the Civil Service Commission to set standards for training impedes the Commission's progress in stimulating plans and programs to meet servicewide needs; (3) there is imbalance in the state's planning and programming efforts with insufficient attention being given to long range plans to meet future staff requirements; (4) educational institutions are utilized more effectively for pre-entry than for post-entry training; (5) a higher degree of intergovernmental cooperation must be anticipated. Recommendations include suggestions for legislation to support long range and continuous learning of state officers and employees. (Included are: a training systems inventory, and a list of interagency training programs and the number of courses held.) [Not available in hardcopy due to marginal legibility of original document.] (nl)

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PUBLIC SERVICE BUILDING
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Honorable Tom McCall, Governor of Oregon
and
Members of the 55th Legislative Assembly
Capitol Building
Salem, Oregon 97310

Gentlemen:

The Joint Ways and Means Committee of the 54th Legislative Assembly instructed the Civil Service Commission to make a study of training needs, objectives, and plans and the division of training responsibility between the Commission, operating agencies, and educational institutions. This report is submitted to show the findings of the study, as well as our recommendations for strengthening employee training in the state service.

State agency heads were most cooperative in providing information needed for the study and in analyzing their training problems.

Respectfully yours,

Melvin H. Cleveland

Melvin H. Cleveland, Director

Summary of Findings and Recommendations

The state government's system of training has been examined to determine what operating agencies are doing, what the Civil Service Commission is doing, and how educational institutions are used as resources, and how training needs are identified and training is planned.

Findings

- The lack of clear, definitive statewide policies and standards for training and development in state government contributes to wide disparities among operating agencies. Significant differences were noted in the managerial commitment to train, in the analysis of training needs, and in training planning and programming.

- The lack of authority by the central agency - the Civil Service Commission - to set standards for training impedes the Commission's progress in stimulating plans and programs in the agencies, and in planning programs to meet servicewide needs.

- There is an imbalance in the state's planning and programming efforts in training with insufficient attention being given in the operating agencies to long-range plans to meet future staffing requirements.

- Educational institutions are utilized more effectively for pre-entry than post-entry training and education. This is not so much because educational institutions do not offer possibilities of post-entry training. Instead, it is a problem of essential differences in the instructional objectives of educational institutions in contrast to the training objectives of line agencies.

- Because of the mounting needs of local governments for support and technical assistance, the state government's obligation to local governments is growing more apparent, and training is one of the areas in which a higher degree of intergovernmental cooperation must be anticipated.

Recommendations *

1. To assure the highest standard of performance in the transaction of public business, the 1969 Legislature should pass a measure clearly establishing: (29, 32, 41)

    - That the training and development of state and local government employees is in the best public interest.

    - That the long-range and continuous training of state officers and employees is subject to supervision and control by the Governor and review by the legislature.

*(Note: The numeral following a recommendation refers to the page or pages in the body of this report in which the recommendation is discussed.)

- That the Civil Service Commission, under supervision and control of the Governor, is designated as the state agency to develop standards for training, to coordinate service-wide and intergovernmental training plans and programs and to submit reports of progress to the Governor and the legislature.

- That within the statewide policies and standards the head of each state agency is responsible for the training of employees within his jurisdiction, and is to conduct, at least every four years, a complete review of the needs and requirements for the training of employees under his jurisdiction, and make such information available to the Civil Service Commission.

- That the Civil Service Commission is authorized to receive and expend funds from the federal government and non-profit corporations for the purpose of improving personnel management in state and local government, and to enter into contracts with organizations and individuals for necessary personnel and training services.

- That ORS 240.105 be amended to allow the Civil Service Commission the reasonable use of public buildings <u>for training</u> in addition to existing provisions for examinations, hearings, and investigations.

- That ORS 240.095 (2) be amended to permit the Civil Service Commission to cooperate in conducting <u>training and education programs</u> with governmental agencies for other jurisdictions charged with personnel administration. This will add to the existing provisions for conducting joint tests and establishing joint lists.

- That the Civil Service Commission and all other state agencies are authorized to advise and assist local governments in training and other personnel management matters.

- That local units of government may cooperate among themselves and with agencies of the state and the federal government in intergovernmental personnel, training, and education programs.

2. To foster and provide incentives for the development of long-range training and manpower development plans to meet future staffing requirements, the Governor and the Legislature should consider setting aside funds for release upon the approval of the Civil Service Commission to be utilized for grants to state agencies and general units of local government. Eligibility for such grants would be contingent on sound proposals to project staffing requirements and develop training plans to meet future manpower needs. Such funding should be introduced on a trial basis and utilized with a view to fostering systematic plans for training, as well as to

equalize the fiscal resources for training and thereby insure that fiscal support will be available to state agencies and to general units of local government that do not receive federal funds for training and staff development. (29, 42)

3. To provide a more coordinated support system for training, the Governor and the Legislature should require that each major operating agency will have an agency-wide training coordinator, and that the Civil Service Commission have a training staff commensurate to its state-wide coordinating role.(30)

4. To foster planning and to help relate training needs, objectives, and plans to training costs and benefits, the Department of Finance should issue guidelines for budgeting of training in the operating agencies. (32)

5. To better utilize the resources of educational institutions for pre-entry education and training, state agencies should support cooperative arrangements with educational institutions in work-study programs, internships, and selected research projects, and should project such efforts into their long-range training plans. (33)

6. To systematically develop the resources for ongoing post-entry training in state and local government, the Governor and the Legislature should consider the long-range advantages of a state and local government training center or an academy.

Such a resource established in Oregon, and possibly in cooperation with other states in the Northwest, could be designed not only to meet the current and specific needs of

state and local government, but so constituted as to be flexible and innovative in meeting the changing needs and circumstances in the public service.

To explore the feasibility of such an undertaking, the Governor may wish to appoint a group to study, in depth, the problem of post-entry training resource development and to make recommendations based on its findings to the Governor and the 56th Legislative Assembly. (34)

Part I. The Current System

In directing this study of training in state government, the Joint Ways and Means Committee[1] raised questions concerning the division of responsibility between the line agencies, the Civil Service Department, and the educational institutions and also indicated an interest in training needs and planning. In line with these concerns and interests, information was gathered and is presented on the following:

(1) What the line agencies are doing

(2) What the central agency - the Civil Service Department - is doing

(3) How educational institutions are used as resources

(4) How training needs are identified and training is planned

(1) Line Agencies

To gain a meaningful picture of what state operating agencies are doing in training, all large and medium size state agencies and a representative sample of small agencies were systematically inventoried. Together, these 37 agencies employ 91% of the state's classified workforce. Information was obtained by intensive interviews with agency officials and, in addition, each agency submitted a written report.

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1. Subcommittee No. 1, Joint Ways and Means Committee, 54th Legislative Assembly.

The interviews and reports focused on four facets of training. These were policy commitments, staffing for training, planning and programming, and budgeting for training. In every facet, wide variations are apparent among the agencies. However, grant-in-aid agencies are generally better equipped to plan and implement training programs, systematically, than agencies that lack federal standards and federal fiscal support. Here are observations on each of the facets examined:

- Policy Commitments

Less than a third of the agencies have written policies regarding employee training. Among the agencies that do have policies, there is considerable diversity in the extent of the managerial commitment. Some of the agencies have policies applying only to one segment or division within an agency.

> A lack of agency-wide commitment for training in a state department creates considerable uncertainty about the responsibility for training in the department. Supervisors are given responsibility for training, but are provided with little or no help in exercising their responsibilities. Inequities in training opportunities develop among divisions and employee groups within an agency. An applicant, considering employment in two state departments or in two divisions of one department, may find that he will have an excellent opportunity

for training in one employment situation and little or no opportunity in the other.

- Staffing

Less than half of the larger state agencies, those with more than 400 employees, have full-time, agency-wide training coordinators. The other agencies confine training staff services to one or more divisions in the organization, or assign coordinating responsibilities as a part-time activity, usually to the agency personnel office.

> A need for full-time training coordinators, particularly in the larger agencies, became very apparent in the course of the inventory. Some agencies have one excellent source of information about their training policies, plans, programs, and budgets, but many agencies have no central source of information or direction and it was necessary to obtain the information for the inventory separately from several different managers in the organization. Of greater import, of course, where central direction is lacking in the agency, is the implication for top management control and coordination of training. Without centralized agency-wide planning and coordination, agency-wide needs cannot be considered systematically

in setting priorities for training programs. The result is to subordinate the training function and to provide staff advice and assistance to some supervisors, but not to others.

- Programming

It is apparent that most of the agencies included in the inventory view training primarily as a way to tackle immediate problems. Most of the formal inservice programs are focused on orientation and induction of new employees and on keeping technical, scientific, and professional personnel up to date in their specialties. Some of the best planned and implemented programs are serving these purposes well. But again, widespread variations occur among the agencies in the extent to which they define needs and develop plans, and in the effectiveness with which they carry out their programs.

Most agencies agree that the pressure to meet immediate needs is very great and that not enough attention is being given to long-range planning. The significance of long-range planning will be discussed under section (4).

- Budgeting

It is very difficult to determine what kinds of expenditures many state agencies are committing to training. In some agencies, training monies are completely buried in meaningless accounting categories, such as "travel" or "general

administrative expense." In others, training is charged back to a program account. In some instances, the individual responsible for training plans and programs lacks control of the budget for training.

A cost-benefit approach to training is badly needed, but cannot be accomplished until or unless budgeting guidelines are provided and practices improved.

In a service-oriented organization such as state government, salary costs constitute the single greatest operating expense. The costs of developing, coordinating, and conducting systematic training is typically a very small fraction of payroll costs. The potential savings and investment benefits to be derived from relatively modest expenditures for systematic training need to be understood and fully documented.

In short, there is a need to relate training needs and training plans to training costs and training benefits. It is likely that greater budgetary support for training hinges on a more sophisticated level of training planning, and on a clear indication of what the training costs are and where they may be found in the agency budget.

(2) What The Civil Service Department Is Doing

Civil Service law and rules provide only a cursory definition of a training role for the central personnel agency - the Civil Service Department.

Lacking a comprehensive role definition by law or rules, the central personnel agency has had to evolve a role or roles in training guided by and paced to:

> the development among the operating agencies of awareness of training needs
>
> the growth within operating agencies of willingness to accept leadership in training matters from the central agency
>
> the emergence of coordinating requirements stemming from expansion of training activities and resources.

Specifically, this evolution has resulted in four identifiable roles presently being played by the Civil Service Training and Education Division:

- the sponsorship of interagency courses and conferences for supervisors and managers
- consulting and clearinghouse services to line agency personnel and training officers
- the preparation and distribution of training aids, materials, and equipment
- train-the-trainer programs.

Management Training on an Interagency Basis

One of the characteristics of state government staffing is the relatively high proportion of specialized technical or professional personnel employed. Inevitably, many of these specialists advance to supervisory and managerial positions. Unfortunately, most of these people are neither by training nor experience prepared to manage effectively. Moreover, operating agencies have not been prepared to provide management training. Since this has represented a common and unmet need among agencies - a need which, if not met, has serious consequences - the Civil Service Commission in recent years has placed a high priority on the direct sponsorship of interagency management training. At present, the Civil Service Commission sponsors the following:

Supervisory Courses

Three courses covering basic concepts and skills of supervision are offered regularly three times a year in Salem and Portland. In addition, a video-tape version of the introductory course in the series is used for supervisors in outlying areas of the state. The courses are titled "Supervision in State Government", "Work Analysis and Improvement", and "Communications for Supervisors." In fiscal year 1967-68, 547 supervisors from 40 state agencies were enrolled in these courses.

Middle Management Conferences

A week-long "live-in" conference for 25-30 managers in mid-career is scheduled semiannually. This is an intensive training program designed to broaden managerial perspectives and introduce current managerial concepts.[2]

The Other Roles

The central agency also spends considerable time and effort in providing line agencies with consulting and clearinghouse services, training aids, and train-the-trainer programs. While these services do not involve direct contact with the ultimate recipients of training, the employees, they do provide significant and needed support to line agencies' activities aimed toward that end.

Requests for these supportive services are increasing rapidly, which is indicative of a growing interest in training within the line agencies. And it should be noted that if the legislature or the Governor, as a result of this study or other factors, should act to foster greater interest in training by line agencies, the demand for such services will be sharply intensified.

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2. For additional details on interagency programs, see the Appendix.

A Need for Clarification of the Central Agency Role

If all of the operating agencies were at similar levels of training development and had relatively equal resources for coordinating their training programs, the role of the central agency would be more easily defined. However, until these conditions are achieved, the picture gained from this study suggests that the Civil Service Commission needs more authority and sufficient resources to assume a stronger coordinating role in training development throughout the system.

The current staffing of the Civil Service Training and Education Division (three training coordinators and a secretary) is rapidly approaching the point where it will be inadequate, even to its current role. If the central agency is to be looked to, in the future, for an increasing degree of creative and innovative leadership and at the same time is expected to meet increased demands for supportive services and for interagency program sponsorship, the staffing implications will need to be taken into account.

(3) How Educational Institutions Are Utilized For State Training Purposes

Pre-entry Education

Educational institutions are utilized extensively for pre-entry education, as evidenced by the relatively high level of education in the state's workforce. The majority of the college graduates employed are recruited from professional schools and enter the state service as accountants, agricultural specialists, fish and game biologists, engineers, foresters, doctors, psychologists, counselors, and in a variety of other professional occupations. As community colleges develop in the state, their graduates (engineering technicians, programmers, etc.) are utilized, also, in state service.

Post-entry Training and Education

Educational institutions are utilized, also, in post-entry education, but to a considerably lesser extent. Two examples of the utilization of educational institutions for post-entry education and training are presented. The first describes the state's educational assistance policies. The second describes a cooperative arrangement in conjuction with the interagency supervisory training courses.

- To permit state employees to improve performance and to keep up to date in specialized skills and knowledge, state agencies may grant educational leave with pay and make reimbursements on academic

course work. This is accomplished through a system of statewide standards for educational assistance and, based upon these standards, the adoption of an educational assistance policy in each state agency having 50 employees or more. Statewide standards are fixed in the Civil Service rules.[3]

- Another example of the utilization of an educational institution in post-entry training is a cooperative arrangement with Salem Technical and Vocational Community College, providing classroom space and other administrative support for the Civil Service sponsored interagency supervisory courses. This arrangement is workable because the college has been willing to allow the state to control the curriculum and the selection of instructors and to limit enrollment to state government supervisors nominated by state agencies. Curriculum designed to meet state government needs is thereby assured and evaluation in terms of training objectives is greatly facilitated.

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3. For details on these standards, see the Appendix to this report.

Some Problems in the Utilization of Educational Institutions for Post-Entry Training

The utilization of educational institutions for post-entry education is not as great as might be expected, for reasons that are not always understood.

- The instructional objectives of educational institutions are frequently substantially different than the training objectives of operating agencies. The agencies are concerned primarily with organizational and employee performance - the application of skills and knowledge to a specific work setting. The educational institutions generally view learning and the search for new knowledge as ends in themselves. Even in instances where administrative personnel of educational institutions and the agencies can agree on the instructional objectives, instructional results hinge, in the last analysis, on the orientations, motivations, abilities, and value systems of the individual instructors. Finding academic personnel with a knowledge of and interest in the work of state agencies is difficult. The problem is further complicated by the reward structure in educational institutions which fosters research, writing, and teaching in the academic setting, and places lesser values on contributions to public and community organizations.

- Because state managers sometimes fail to recognize these basic differences in training objectives, they are inclined to search out academic resources that would appear to meet their needs rather than to devote their initial efforts to a careful and painstaking appraisal of what their organizational and employee performance needs actually are. The result is that the meshing of needs and resources is not tackled systematically and when the resource fails to measure up, it is the resource that comes under attack.

But the plain fact is that the post-entry training and educational needs of state officers and employees cannot always, or even often, be met through the existing academic offerings designed to meet the undergraduate and graduate requirements for students seeking degrees. When the needs for post-entry training and education are made explicit, new resources to meet these needs are often indicated. Such developmental and experimental requirements are not taken into account in the economic support systems of either the state agencies or the educational institutions.

The Problem is Nation-Wide

The search for a better meshing of organization needs and educational resources for post-entry training of supervisors and managers goes on throughout the nation. It is interesting to note, and perhaps symptomatic, that large businesses, the

military service and, more recently, the federal government have tended to develop their own training centers. The U. S. Civil Service Commission, for example, has established a number of training centers designed, specifically, to meet the needs of federal executives.[4]

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4. For a special report on training centers, see "Training in Business and Industry", Vol. 5, No. 3, March 1968.

For a report on federal government training centers, see "Self and Service Enrichment Through Federal Training: an Annex to the Report of the Presidental Task Force on Career Advancement", chapter 3, U. S. Civil Service Commission, 1967.

(4) How Training Needs Are Identified And Training Is Planned

Training has been, and is, primarily planned and implemented in terms of the attitudes, skills, and knowledges employees must learn in order to become proficient and productive in their current work assignments. Seldom, in identifying needs and planning training, do agencies indicate constructive awareness of longer range staffing imperatives. While they may have some general sense of what is happening in terms of turnover, retirements, and the problem of finding competent replacements, it is seldom that this sort of information is systematically analyzed to identify long-range manpower planning and development[5] needs in the light of future manpower requirements.

There are serious implications in the failure to recognize future training needs and devise training plans on the long-range basis. One needs only to look at some of the data available on the state government's over-all workforce to begin to raise questions about what long-range problems lie ahead for individual state agencies, and whether the individual state agencies are preparing to meet these problems.

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5. Manpower planning has been defined by one authority as: "The process by which management determines how the organization should move from its current manpower position to its desired manpower position. Through planning, management strives to have the right number and the right kinds of people at the right places, at the right time, doing things which result in both the organization and the individual receiving maximum long-range benefit."

Eric W. Vetter, Manpower Planning for High Talent Personnel, University of Michigan, 1967.

Planning Implications Suggested By General Data on the State's Workforce

Within the next ten years,

- 1 out of every 4 key technical, professional and administrative employees (in salary ranges 20[6] and above) will retire.

- 1 out of every 3 top administrative and professional employees (in salary ranges 40[7] and above) will retire.

In addition, and compounding these inevitable losses, present experience predicts that other turnover among employees in Range 20 and above will be at a rate three times that due to retirement. Thus, planning for replacements for those who will leave state government in the future should be of major concern. The problem of developing high talent personnel for key positions will require top priority attention. (It should be noted that these data are based on current staffing levels. Growth in the number of positions due to new or expanded programs has not been taken into account in this illustration.)

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6. Salary Range 20 is $440 to $550 per month.

7. Salary Range 40 is $1030 to $1240 per month.

The Age Factor in Relation to Replacements

The age-group distribution in the workforce will complicate the problems of finding replacements for those reaching retirement age and leaving the service for other reasons. People between ages 35 and 44, in particular, comprise a critical age group because most organizations expect to draw upon this age group for promotion to managerial posts.

The following is a listing that focuses on that proportion of the state government's workforce in the 35 to 44 year old group from 1960 through 1967. As indicated, this group is declining as a proportion of the total workforce:

1960	23.4%
1961	23.1%
1962	22.7%
1963	22.7%
1964	22.0%
1965	20.5%
1966	19.9%
1967	19.2%

With this trend at work, and in light of the number of retirements most agencies must anticipate in the next decade, it appears that greater emphasis and planning needs to be directed to recruiting and training younger people for the career service.

Generally, professional, technical, and administrative personnel under age 35 should be given increasing opportunities to develop skills and knowledges in preparation for greater responsibilities. The opportunities themselves need to be geared to short-cutting experience and accelerating the rate of learning. Every effort needs to be made to retain competent young people through challenging assignments, cross-training, a variety of developmental experiences, and assurances that promotional opportunities lie ahead in all situations where the facts indicate that this is the case.

The need to retain employees under age 35 gains added impetus with the realization that mobility is characteristic of this group. In the fiscal year 1966-67, for example, of the employees in salary range 20[8] and over, 40% of the turnover occurred in the 21% of employees who were between the ages of 25 and 34.

A Look at A Manpower Situation in One Agency

Analysis of general data, while suggesting some broad concerns, does not adequately identify the particular situations and variations in individual state agencies. It is here that particular analysis needs to be done and specific planning undertaken. As an example, one of the major state agencies has cooperated in an analysis of the current situation in one division of the agency:

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8. Salary Range 20 is $440 to $550 per month.

This illustration deals with 33 employees in salary ranges 23[9] and above in the division. All 33 are in a common occupational series at salary levels progressing from salary range 23 to salary range 39.[10] A look at retirement projections produced the following:

> 39% of this group of employees will retire within 10 years.
>
> 75% of the supervisory personnel in this group will retire within 10 years.

If the turnover rate (from attrition other than retirement) established from past experience in this division is projected, the results are even more serious. For this loss, when combined with inevitable losses from retirement, would indicate that only 10% of those presently employed in this division would still be in the division ten years hence.

Looking at the age factor in this division suggests problems in replacements from the present staff:

> The median age for this group of 33 people is 51 years.
>
> 80% of the staff are over 45; 20% under 45.

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9. Salary Range 23 is $500 to $625 per month.
10. Salary Range 39 is $990 to $1195 per month.

> There are no employees under age 30, even at the entrance level for the particular occupational series represented here.

The example in this instance raises serious questions for agency management: How will replacements be found for supervisors who will retire? How can younger people be recruited and retained? Can turnover be reduced? What specific steps can management take to identify younger people with potential and help develop them for leadership roles?[11] Additional examples from this study are included in the Appendix.

Summary

From these examples, it is clear that an information base needs to be developed and utilized for training and manpower development plans. The state's training plans must achieve a better balance between immediate concerns and long-range requirements, for a neglect of long-range requirements contributes to the intensity of immediate problems.

A study of training needs of any organization in today's complex and dynamic society will almost always result in the identification of far more needs than an organization can

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11. Additional questions can be raised in the more general context of personnel management and personnel utilization, for the information compiled can suggest many kinds of managerial implications.

meet at any one point in time. The management of training, therefore, is always a matter of setting priorities. Long-range manpower planning provides a perspective that is often invaluable in arriving at the highest training priorities.

Part II. Improving The System

Improvements can be made in the current system of training in state government by the adoption of a statewide statutory policy and by taking steps to strengthen the administration of training. Part II focuses on the kinds of policy commitments and administrative improvements that are indicated. It then suggests the future roles of line agencies, the Civil Service Commission, and the educational institutions.

Policy

A statewide policy commitment, in the form of new legislation, should be considered by the 1969 Legislature to make the State of Oregon's commitment to the training of its employees clear and consistent throughout the system. For reasons that are outlined in Part III of this report, the Legislature also should consider, in this legislation, provisions that will clarify the state's obligation to local governments and facilitate intergovernmental cooperation in the training and development of public employees. (See Recommendation No. 1.)

Administration

- Planning

All major operating agencies, with the guidance of the Civil Service Department, should begin to systematically collect and analyze manpower data in order to identify long-range manpower training and development needs in light of future manpower requirements.

To spearhead this development, a centrally-administered fund should be considered by the Governor and the Legislature. Such a fund could be allocated to state agencies and to general units of local government, with eligibility to receive such grants based on the Civil Service Department's assessment of the soundness of proposals submitted to it by state agencies and general units of local government. Such a fund should be introduced on a trial basis for the 1969-71 biennium with a view both:

> to stimulating long-range planning to meet future manpower needs, and
>
> to creating greater equity in resource allocation by giving priority consideration to those agencies and local governments that do not receive federal funds for training and staff development.
> (See Recommendation No. 2.)

- Organization and Staffing

There are compelling reasons why training should not be organized solely at lower organizational levels in a state agency or confined to separate and distinct segments of the organization. Training planning needs to be close to top policy making centers in the operating agencies in order to be utilized with full effectiveness--namely, to help link program planning with high level performance in program implementation, and to insure that the agency's greatest training needs are delineated and given the highest priorities in training plans and programs.

The most urgent staffing need is the appointment and development of full-time training coordinators in the major operating agencies that do not have such positions now. In the future, whenever groups of agencies are linked for administrative coordination, a training coordinator position should be considered in the staffing requirements for the administrative headquarters. In the meantime, the Civil Service Training and Education Division should be staffed with a small number of training coordinators who could be assigned, specifically, to assist agencies that are not large enough to justify specialized staff services for training.

Training specialists are in very short supply, and the Civil Service Training and Education Division will need to provide considerable support to the agencies to help them find and develop competent training staff services.
(See Recommendation No. 3.)

- Programming

Greater precision in assessing needs and setting instructional objectives will improve the system. With greater precision in instructional objectives, new and innovative resources can be employed or developed. Such methods and devices as programmed instruction, new audio-visual technology, and simulation techniques not only contribute to learning effectiveness but provide scheduling flexibility, which is highly desireable since training programs, of necessity, compete with other organizational demands for time.

- Budgeting

The state must develop a system of budgeting for training that will support training plans and programs, and eliminate the elements of chance and haphazardness that characterize many agency budgets for training at the present time. Regardless of the way in which training costs are entered in the budgetary format, a separate budget memorandum appears to be a minimum requirement. Such a memorandum would document, on an agency-wide basis, what the objectives of projected training programs are and where projected expenditures can be found in the budget. Such a requirement would foster training planning and would make it possible to assess training benefits in relation to training costs. Such memoranda would be useful, also, in decisions with respect to which programs are best conducted on an agency basis and which could be more effectively and economically accomplished through the combined efforts of a number of state agencies.
(See Recommendation No. 4.)

- Reporting

One of the by-products of this report is its data base, as of 1968, for reporting purposes. The Governor and the legislature, by requiring periodic reports on training in the future, can maintain surveillance over the system and take steps to modify and improve the system as this is indicated.
(See Recommendation No. 1.)

A Clearer Identification of the Roles of the Line Agencies and the Civil Service Commission.

The legislature and the Governor should look to the heads of the operating agencies as having the major role and major responsibility for the training of employees in their respective jurisdictions. This is a practical necessity, since training objectives must be related to program and managerial objectives and the performance requirements of particular employees in particular work settings.

The Civil Service Commission should be viewed as the staff arm of the Governor to provide leadership to the system of training, and to provide staff services in support of and assistance to the operating agencies. The Civil Service Commission should have the authority to fix administrative standards for training and to coordinate servicewide and intergovernmental plans and programs.

The Role of the Educational Institutions

Pre-entry education should continue to be a major contribution of educational institutions to the state government. It is likely that, as the need for promising young career people becomes more apparent, pre-entry education will become even more significant. For this reason, joint and cooperative efforts between state agencies and educational institutions in work-study programs, internships, and selected research projects should be encouraged and supported.

(See Recommendation No. 5.)

The role of the educational institutions in post-entry education and training is not altogether clear, for as indicated in Part I, there are some unresolved problems. It is clearly not realistic to expect the educational institutions to provide resources to meet all of state government's many kinds of training needs.

In view of mounting enrollments and increased pressures for accelerating all kinds of undergraduate and graduate programs, it may not be reasonable to expect educational institutions to change, in any significant respect, their primary role and primary obligation to students enrolled in the institutions. An alternative is for the State of Oregon, possibly in conjunction with other states and local governments in the Northwest, to begin to consider a center specifically designed to meet the ongoing training and educational needs of their own key personnel.

While there are patterns, as has been mentioned, for centers, institutes, and public service academies, a concrete proposal goes beyond the scope of this inquiry and requires extensive study and review. For this reason, one of the recommendations of this report is that a study be undertaken to explore the feasibility of a public service training center in Oregon. (See Recommendation No. 6.)

Part III. Beyond The State System: An Intergovernmental System

Needs of Local Governments

It is apparent that state governments will need to give considerably more attention and assistance to local governments in the future. Local officials are increasingly looking to the state for technical assistance in their efforts to improve their personnel and training systems.

For example, there was evidence of local government interest in this report from the time it was requested by the 1967 Legislature. When the report was in the design phase, local officials and the Governor's Intergovernmental Coordination Committee proposed that the study be expanded to include the training needs of city and county personnel, as well as state government personnel. The Civil Service Department appreciated the need for such a study, but was unable to respond to the request because of the lack of a fiscal commitment from local officials to cover that part of the costs that would be incurred in the study of local government. Since the Civil Service Department's funds are made up of assessments from state agencies, it could not legally expend its funds for a study of local government training needs.

As a consequence, an alternative method to accomplish a training survey for local government employees was spearheaded by the Governor's Intergovernmental Coordination Committee, in

cooperation with the League of Oregon Cities and the Bureau of Governmental Research at the University of Oregon. This took the form of an application to the U. S. Department of Housing and Urban Development for funds under Title VIII (Training and Fellowship Programs, Housing Act of 1964), and Title IX (Urban Information and Technical Assistance Services, Demonstration Cities and Metropolitan Development Act of 1966.) As of this writing (May, 1968), these applications have been filed with HUD, but no communications have as yet been received on whether or not they will be approved.

It is important to point out that unless the applications are approved the state will not have, in the foreseeable future, any indications of the scope and nature of training needs at the local level. If the funds are forthcoming and studies are completed, the Civil Service Training and Education Division has assured the Governor's Intergovernmental Coordination Committee of full cooperation in dovetailing local and state government studies.

Existing Federal Legislation to Strengthen Local Government Training

In addition to the Housing and Urban Development Titles cited above, matching funds are available to states under Title I of the Higher Education Act of 1965. The purpose of this act is to apply the resources of institutions of higher education to the solution of community problems through university extension and continuing education programs.

The Educational Coordinating Council is the designated agency in Oregon to receive federal funds under Title I of the Higher Education Act of 1965.

Under a 75% federal - 25% local matching arrangement, the Educational Coordinating Council reports total expenditures under the act for the fiscal years 1966 and 1967 of $419,155.65. The state plan for Oregon proposes extensive training of appointed and elected local officials by institutions of higher education in "Community Planning to Meet Problems of Urban Growth" with training programs to focus on recreation, transportation, housing, government units, and zoning.[1]

A New Concept of Federal-State-Local Relations

The history of federal-state-local relationships has been characterized by "functional" arrangements. The federal government has taken an interest in such individual functions, for example, as health, welfare, or housing and has dealt with these problems with counterpart agencies that perform these functions at the state and local levels. Only in recent years have national concerns begun to shift in focus to state government and local governments as "area-based" entities of planning and programming that cut across many governmental functions.

The total impact of new thinking in intergovernmental relations is beyond the scope of this report. However, a new

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1. For a report on these programs, see "First Progress Report on Community Service and Continuing Education Programs," Educational Coordinating Council, May, 1968.

emphasis on states and local governments as comprehensive planning and coordinating centers is significant to this study, for it is this view that has placed the spotlight on state and local government personnel systems per se, and on the need for adequate training programs for state and local personnel.

It is apparent that many functional intergovernmental arrangements will continue. These functional arrangements have had an impact on the personnel and training systems for employees engaged in particular functions for many years. As this report has shown, state agencies, such as Employment, Public Welfare, and the Board of Health, receive federal funds for training and comply with the federal standards that govern training programs. What is new in intergovernmental relations is a concern, now, not only for particular functions but for the administrative strength and performance of state and local governments, as such, in an intergovernmental complex.

Federal Legislation Pending in Congress

As illustrations of this emerging concern, two significant measures were introduced in the U. S. Congress in 1967. One, the Intergovernmental Personnel Act, would assist state and local government units to improve their personnel and training systems and the other, the Education for the Public Service Act, would assist universities to strengthen their resources for the education of students who plan to enter the public service. Brief descriptions of these two congressional proposals follow:

Intergovernmental Personnel Act

The Intergovernmental Personnel Act of 1967 (S. 699) seeks to improve the quality of American government through efforts to strengthen the personnel systems of state and local governments. The act would appropriate funds to the U. S. Civil Service Commission for matching grants to strengthen state and local personnel systems. Under provisions of the act, the Governor could designate the Civil Service Commission as the state agency to act in his behalf in preparing and implementing a state plan to support a variety of new cooperative arrangements to strengthen state and local personnel administration.

S. 699 passed the U. S. Senate November 8, 1967. It is currently in the Committee on Education and Labor in the U. S. House of Representatives. The passage of this legislation - and Oregon's response to it - could have a significant impact on personnel administration and employee training. It could broaden the base for the training of employees at all levels of government, at a time when many critical domestic programs hinge on a high degree of competence by public employees at state and local levels.

Education for the Public Service Act - Title XII, Higher Education Amendments of 1968 (originally introduced in April, 1967, as H.B. 8175).

This is a proposal to establish grants and fellowships to aid the education of students attending institutions of higher education in preparation for entrance into the service of the state, local, or federal governments and to attract such students to the public service. The bill is currently in the House Committee on Education and Labor and the Senate Committee on Labor and Public Welfare.

In view of the problems of age distribution in current staffing identified in this report and the importance of bringing competent young people into the government service, this legislation should be followed closely. It appears to offer opportunities for strengthening university efforts to prepare students for careers in state and local government.

Summary and Conclusions

It is clear that need for the systematic training and development of public employees is becoming a matter of national

concern. While it is too early to know the precise form that the expression of national policy will take, it is timely to consider the action a state government can take to prepare itself to become a full-fledged, viable partner in training efforts in an intergovernmental system. This study and its recommendations may provide a useful course of action for the consideration of the state legislature and the Governor. At this time, some conclusions appear appropriate:

Policy Commitment

There is a lack of statutory policy commitment and positive policy direction dealing specifically with intergovernmental cooperation in employee training. For this reason, one of the recommendations of this report suggests legislative action:

> to spell out the state's commitment to the training of state and local government personnel, and
>
> to advance certain enabling provisions to foster cooperative arrangements for training purposes among the local jurisdictions, and between the state, its agencies, and the various units of local government. (See Recommendation No. 1.)

The Problem of Funding

The primary difficulty the state has in responding to requests for assistance from local governments comes down to a problem of fund structure. The Civil Service Department has the authority now to provide technical assistance to local governments, but it cannot expend state funds for this purpose. It can accept funds from local governments; however, often the local governments which have the greatest need for such assistance cannot finance it.

This is a matter of policy decision at the state level. To foster technical assistance in personnel and training, some serious consideration should be given to appropriating, to the Civil Service Department, sufficient state funds to enable the Department to assist those local governments that have serious problems in developing minimal personnel and training systems. (See Recommendation No. 2.)

Coordination

This study clearly indicates that more attention must be given to the identification of training needs and priorities as a basis for the wise and effective use of existing resources and for the design and development of new training resources.

> Training in an intergovernmental context will call for a high degree of cooperative effort and joint planning among the various levels of government. A coordinating center is important at the state level, and for this reason one of the recommendations of this report calls for the designation of the Civil Service Commission as the state agency to coordinate servicewide and intergovernmental plans and programs.

In short, the recommendations in this report suggest a course of action to clarify and make explicit the state's obligation to strengthen its system of training for its own employees. There are compelling reasons why this action is necessary, for only through the development of a strong system of training for its own employees can a state demonstrate its commitment and its competence to assist local governments.

If acted upon, these recommendations will help, also, to establish the basis for training and manpower development planning in an intergovernmental context. It is not too early to begin the planning, for in an increasingly complex and urban society, the state government must be prepared to accept its obligations to local governments.

APPENDIX

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Training Systems Inventory

TRAINING SYSTEMS INVENTORY

AGENCY	Number of Classified Employees	Is there a published training policy?	Is there a full-time training officer?	Is there a training & development committee?	
Agriculture, Department of	426	No	No	Yes	
Compensation Department, State	480	No	Yes	No	
Control, Oregon State Board of	135	No	No	No	
Oregon State School for the Blind	15	No	No	No	
Oregon State School for the Deaf	50	Yes	No	Yes	
Corrections Division	*	No	Yes	No	
Oregon State Correctional Institution	178	Yes	Yes	No	
Hillcrest School of Oregon	145	No	No	No	
MacLaren School for Boys	343	No	No	No	
Oregon State Penitentiary	324	No	Yes	Yes	
Columbia Park Hospital & Training Center	166	Yes	Yes	Yes	
F. H. Dammasch State Hospital	305	Yes	Yes	No	
Eastern Oregon Hospital & Training Center	519	No	Yes	No	
Fairview Hospital and Training Center	1058	Yes	Yes	Yes	
Oregon State Hospital	794	No	Yes	Yes	
Education, Department of	193	No	No	No	
Employment, Department of	898	Yes	Yes	No	
Forestry, Oregon State Department of	688	Yes	Yes	Yes	
Game Commission, Oregon State	398	No	No	No	
Health, Oregon State Board of	358	Yes	No	Yes	
Higher Education, Oregon State System of					
Division of Continuing Education	**	No	No	Yes	
Oregon State University	1969	No	No	No	
Oregon Technical Institute	112	No	No	No	
Portland State College	592	No	No	No	
Southern Oregon College	155	No	No	No	
University of Oregon	1436	No	No	No	
University of Oregon Medical School	1666	No	Yes	No	
Highway Department, Oregon State	4292	Yes	No	No	
Labor, Bureau of	122	No	No	No	
Liquor Control Commission, Oregon	374	Yes	Yes	No	
Motor Vehicle, Department of	661	No	No	No	
Parole and Probation, State Board of	104	No	No	No	
Police, Department of State	95	No	Yes	No	
Public Utility Commissioner	230	No	No	No	
Public Welfare Commission, State	1495	Yes	Yes	Yes	
Tax Commission, State	568	Yes	Yes	No	
Veterans' Affairs, Department of	128	No	No	No	

* In Board of Control
** In Portland State College

Is there a system of reporting & review?	Is there written individual training plan for employees?	Does training officer participate in staff meetings at top management levels?	Is there a formal group orientation program?	Length of formal group orientation program (Hours)	Is there an in-service supervisory training program?	Length of in-service supervisory training program? (Hours)	How many employees on educational leave 1966-67?	How many employees have participated in interagency programs sponsored by Civil Service in last six years?	Are there training funds in budget? (Amount)
Yes	No	DNA*	No	DNA	No	DNA	0	50	-
No	No	No	Yes	8	No	DNA	0	51	$13022.00
No	No	DNA	No	DNA	No	DNA	0	23	16364.00
No	No	DNA	No	DNA	No	DNA	1	2	-
Yes	No	DNA	No	DNA	No	DNA	2	20	-
No	No	Yes	No	DNA	No	DNA	0	2	91144.00
Yes	No	Yes	Yes	80	No	DNA	0	46	-
No	No	DNA	No	DNA	No	DNA	0	13	-
No	No	DNA	Yes	7	No	DNA	0	45	-
Yes	Yes	Yes	Yes	108	Yes	90	1	25	34042.00
Yes	No	Yes	Yes	21	Yes	16	0	21	18066.00
Yes	No	Yes	Yes	80	Yes	8	0	53	33296.00
No	No	Yes	Yes	40	No	DNA	0	1	28438.00
Yes	No	Yes	Yes	80	No	DNA	0	55	37464.00
Yes	No	Yes	Yes	120	No	DNA	0	52	15000.00
No	No	DNA	No	DNA	No	DNA	0	33	-
Yes	Yes	No	Yes	40	Yes	40	3	49	67458.00
Yes	Yes	Yes	Yes	40	Yes	60	0	403	23219.00
No	Yes	DNA	No	DNA	Yes	40	2	22	-
Yes	No	DNA	No	DNA	No	DNA	2	73	1000.00
No	No	DNA	Yes	3	No	DNA	1**	3	
No	No	DNA	No	DNA	No	DNA	0**	10	-
No	No	DNA	No	DNA	No	DNA	0**	2	-
No	No	DNA	Yes	2	No	DNA	0**	57	
No	No	DNA	No	DNA	No	DNA	0**	0	-
No	Yes	DNA	No	DNA	No	DNA	0**	2	-
No	No	No	Yes	2	No	DNA	0**	29	-
Yes	No	DNA	No	DNA	No	DNA	0	126	
Yes	No	DNA	No	DNA	No	DNA	0	8	-
Yes	No	No	Yes	68	No	DNA	0	88	300.00
No	No	DNA	No	DNA	No	DNA	0	61	4045.00
No	No	DNA	No	DNA	No	DNA	0	11	3040.00
Yes	No	Yes	Yes	160	No	DNA	0	0	-
No	No	DNA	No	DNA	No	DNA	0	59	3750.00
Yes	Yes	Yes	Yes	160	Yes	840	31	135	939708.00
Yes	No	Yes	No	DNA	Yes	16	0	126	-
Yes	No	DNA	No	DNA	No	DNA	0	86	3500.00

* Does not apply

** Does not include faculty on sabbatical leave

FULL TIME TRAINING POSITIONS

Showing Civil Service Classification
and
the Division or Program in the Organization

Agency	Classification	Division or Program
State Compensation Department	Personnel Officer 1	Personnel
Corrections Division	Director of Training	Administration
Oregon State Correctional Institution	Correctional Lieutenant	Custody
Oregon State Penitentiary	Correctional Lieutenant	Administration
Columbia Park Hospital and Training Center	Researcher E	Administration
F. H. Dammasch State Hospital	Physician 3	Education & Training
Eastern Oregon State Hospital and Training Center	Psychiatric Nursing Instructor	Education & Training
Fairview Hospital and Training Center	Director of Professional Education	Education & Training
Oregon State Hospital	Psychiatric Nursing Instructor	Education & Training
Department of Employment	Personnel Officer 2	Personnel
Oregon State Department of Forestry	Staff Forester 1	Personnel
University of Oregon Medical School	Registered Nurse 4	Medical Care
Oregon Liquor Control Commission	Liquor Control Officer 3	Enforcement
Department of State Police	Police Captain	Administration
State Public Welfare Commission	Welfare Staff Development Officer	Staff Development
State Tax Commission	Income Tax Auditor 5 Appraisal Standards Supervisor	Income Valuation

TRAINING PROGRAMS

AGENCY	ORIENTATION	CLERICAL AND OFFICE	SUPERVISORY	TECHNICAL, SCIENTIFIC AND PROFESSIONAL	SKILLED TRADES, CRAFTS, MAINTENANCE	OTHER
Agriculture, Department of						
Compensation Department, State	x			x		
Control, Board of						
Oregon State School for the Blind						
Oregon State School for the Deaf				x		
Corrections Division						
Oregon State Correctional Institution	x					
Hillcrest School of Oregon						
MacLaren School for Boys	x					
Oregon State Penitentiary	x					
Columbia Park Hospital & Training Center	x			x		
F. H. Dammasch State Hospital	x		x	x		
Eastern Oregon Hospital & Training Center	x			x		
Fairview Hospital & Training Center	x			x		
Oregon State Hospital	x			x		
Education, Department of						
Employment, Department of	x	x	x	x		x
Forestry, Oregon State Department of	x	x	x	x		
Game Commission, Oregon State				x		
Health, Oregon State Board of				x		
Higher Education, Oregon State System of						
Division of Continuing Education	x	x		x		
Oregon State University						
Oregon Technical Institute						
Portland State College	x					
Southern Oregon College						
University of Oregon					x	
University of Oregon Medical School	x					
Highway Department, Oregon State						
Labor, Bureau of				x	x	
Liquor Control Commission, Oregon	x			x		x
Motor Vehicle, Department of						
Parole and Probation, State Board of						
Police, Department of State	x			x		
Public Utility Commissioner						
Public Welfare Commission, State	x		x	x		
Tax Commission, State				x		
Veterans' Affairs, Department of						
Totals	17	3	4	17	2	2

DIVISION 10

EMPLOYEE TRAINING

Subdivision 1
General

101-005 General Training Activities The commission and director shall encourage and promote training opportunities for employees and supervisors to the end that services they render to the state may be made more effective. The director shall assist appointing authorities in meeting training needs of their agencies; and in cooperation with appointing authorities of all agencies shall encourage the development of departmental and inter-agency training programs designed to meet immediate service-wide personnel needs, and to prepare employees for promotion to positions of greater responsibility. (Ref: ORS 240.145)

Subdivision 2
Orientation

102-005 Orientation of New Employees The director may provide departments with visual, oral, written, or other training aids to familiarize new employees with their obligations and rights, and to inform them about the general function of state government. Also, he may assist appointing authorities in the development of departmental orientation programs. (Ref: ORS 240.145)

Subdivision 3
Scheduling

103-005 Time of Training Periods Training for state employees may be conducted both during and outside of employee's work schedules. When employee attendance at training sessions is not voluntary and is required by an appointing authority and the sessions involve time outside of an employee's work schedule, such time shall be subject to the application of overtime rules. (Ref: ORS 240.145)

Subdivision 4
Recognition

104-005 Credit for Training When an employee submits a record to the commission indicating the successful completion of an extension, correspondence or other established training course, the director shall note such factors on the employee's record. The successful completion of such training may be given credit in ratings of training for promotion tests. (Ref: ORS 240.145)

Subdivision 5
Standards for Reimbursement of Tuition or Fees

105-005 Purpose The purposes of these standards are:

(1) To cause agencies to recognize educational assistance as a managerial tool; and

(2) To foster uniformity in educational assistance administration among the various state agencies, and a greater degree of equality of opportunity for training and educational assistance among state employees regardless of the agency in which they are employed.

105-010 Development of Agency Policies State agencies with fifty or more authorized full-time positions shall adopt a policy on educational assistance. Agencies having less than fifty authorized full-time positions that either provide or expect to provide educational assistance to employees shall adopt a policy on educational assistance. All agency policies shall either incorporate or be consistent with statewide standards promulgated by the Civil Service Commission with the concurrence of the Department of Finance. Agencies' policies and any subsequent revisions or exceptions shall be submitted to the Civil Service director for approval prior to their adoption.

105-020 Definitions The following terms are defined:

(1) Educational leave is defined as leave granted for the purposes of attending an accredited institution of higher education or other recognized training facility for a period of thirty days or more.

(2) Short-term training assignment means full-time attendance at approved short-courses at an accredited institution of higher education or other recognized training facility. Such assignments shall be utilized primarily in conjunction with non-credit and non-degree granting programs and shall normally be limited to a period of less than thirty days.

(3) Tuition aid means full or partial payment or reimbursement for the costs of training sessions, classes or formal academic course work pursued on a part-time basis either during or after normal working hours.

105-030 General Policy The agency policy statement shall reflect these general objectives:

(1) To provide the agency with additional tools to increase the knowledge and skills of their employees in order to meet both the present and future needs of the agency and the state service.

(2) To assist agency management to implement those facets of agency training programs that cannot be met through in-service training.

(3) To assist in the implementation of a statewide program of career development which will attract and retain in state government persons of superior ability and potential for development.

105-040 Statewide Standards for Educational Leave With Pay The following standards for educational leave with pay are established:

(1) Need The need for educational leave with pay will be clearly established based on the agency staffing requirements. It shall take into account the entire agency, its present and future requirements, and shall establish priorities for meeting those needs that can be most effectively and economically met through formal education.

(2) Eligibility Eligibility for educational leave with pay shall be limited to those persons employed in or preparing for scientific, technical, professional and managerial classes of work who are able to meet the entrance requirements for a planned academic program related to agency needs. Normally, those eligible for educational leave shall have been employed in the state service for a period of at least one year.

(3) Selection Selection criteria shall be established by the agency head, or in an interagency program by a screening committee.

(4) Salary or Stipend Monthly salary or stipend payment will be within Range 19, ($420-525), except that in no instance will an employee be granted salary or stipend in excess of his monthly salary.

(5) Tuition, Travel and Other Expenses Provision may be made for reimbursement for required course registration fees but no payment shall be authorized for books or for optional incidental fees. One round trip from headquarters to the educational institution and return may be authorized, in accordance with existing travel regulations.

(6) Contractual Agreements Agency policies shall spell out the provisions of the contractual agreement entered into with the employee. The employee's commitment to return to the agency or the state service should be a part of the agreement. This shall be for a period of six months or twice the period of training, whichever is greater. The employee shall agree, also, that in the event he does not fulfill this commitment, he shall reimburse to the state an amount of salary or stipend, tuition and travel proportionate to the unfulfilled portion of the commitment. Under extenuating circumstances such commitments may be modified or waived by the appointing authority with the approval of the Civil Service director.

(7) Reports Required The agency shall be responsible for securing reports from the employee or educational institution to insure satisfactory performance and compliance with a prescribed course of study.

(8) Duration Educational leave shall not exceed one calendar year unless specifically approved by the Civil Service director.

(9) Outside Employment Agency educational leave policies shall discourage participation in part-time employment during periods of educational leave where such employment may interfere with the full and effective performance in academic assignments.

105-050 Statewide Standards for Short-Term Training Assignment Agencies may provide for full-time attendance at approved short courses and payment up to full salary, necessary travel and other expenses. The short-term training assignment will be utilized primarily to keep technical, professional and managerial personnel up-to-date in job-related skills and knowledges. It shall be a device by which agencies may plan to meet some of their more urgent needs for training in selected program, professional, or general management functions. No short-term training assignment shall be made for a period of thirty days or more without the prior approval of the director.

105-060 Statewide Standards for Tuition Aid The following statewide standards for tuition aid are established:

(1) When, as a part of an agency training plan, an employee or group of employees is assigned to or encouraged to attend on a part-time basis designated courses either during or after regular working hours for the purpose of meeting the essential needs of the agency, the employee may be reimbursed for a portion or all of the costs of course registration and, when circumstances warrant, the necessary travel expense involved.

(2) To foster appropriate self-education or training, an agency may outline the circumstances under which employees may request tuition aid. Such provisions shall provide for one-half the cost of the required course registration fees. Provisions shall include the prior approval of the appointing authority or his designated representative before registration for the

course. Reimbursement will be made to the employee only after he presents evidence of satisfactory completion of the course.

Tuition aid, for the purposes of employee self-education or training, will normally be granted for course work which the employee pursues outside his regular working hours. Appointing authorities may provide for exceptions only when adequate arrangements are made to assure that the employee makes up any time off that is granted during his regular working hours.

105-070 Federal Standards Federal standards may serve as a basis for exceptions to the statewide standards. In instances where federal standards or established practices are in effect, these standards or practices shall accompany the agency policies submitted to the Civil Service director for approval.

105-080 Grants From Outside Sources Grants from outside sources may also serve as a basis for exceptions to the statewide standards. Where grants, scholarships or other outside sources of funds are available, the agency policies may make provision for such grants, but will not permit the duplication of funds for any purpose, nor permit the combination of income sources to be in excess of the monthly salary of the employee.

105-090 Evaluation and Reporting The commission may require periodic reports on the progress of educational assistance programs from the agencies. Such reports shall be concerned with a follow-up on the progress of employees granted educational assistance and the general effectiveness of the agency policies in meeting stated objectives. (Ref: ORS 240.090)

Subdivision 6
Trial Service Beyond Initial Training

106-005 Extension of Trial Service for Approved Training Programs Trial service periods may be extended under the following conditions:

(1) For the purpose of developing necessary skills or knowledge for competent job performance in positions requiring graduation from a four-year college or university or a satisfactory combination of experience and training, an appointing authority may establish a training program and request an extension of the trial service petiod. The training program shall be approved by the director.

(2) The director's approval of such training programs shall be based on the following considerations: a listing of the classes included; an outline of the course content; and a statement from the appointing authority providing evidence that the training program is being evaluated in terms of the objectives of this division. (Ref: ORS 240.405)

Interagency Training Programs
July 1, 1967 to June 30, 1968

2 OF 2

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MICROCOPY RESOLUTION TEST CHART

NATIONAL BUREAU OF STANDARDS-1963-A

INTERAGENCY TRAINING PROGRAMS

Participation by agency ... July 1, 1967 to June 30, 1968

	Number of Courses Held	Agriculture	Blind Comm.	Bd of Control	Corrections Div.	Correctional	Hillcrest	MacLaren	Penitentiary	Mental Health	Columbia Park	Dammasch	EOSH	Fairview	OSH	Civil Service	Commerce	
UPERVISION																		
Fall 1967	5			1			3				1			3	2		2	
Winter 1968	5	8		1		1	1		4			3						
Spring 1968	4	2				2	1						3		2			
ORK ANALYSIS AND MPROVEMENT																		
Fall 1967	2			1			2											
Winter 1968	2	1		2			2		8									
Spring 1968	5		1	1		2		1		1	2	1						
OMMUNICATIONS																		
Fall 1967	5	1	1	1		1	1	3			2							
Winter 1968	4	2	1			1	1	3	3			2		1			1	
Spring 1968	7	2		1		2		4			2	4						
IDDLE MANAGEMENT ONFERENCE																		
Fall 1967	1	1				1				1	1					1		
Spring 1968	1	1			1	1	1	1			1	1						
FFICE PRACTICES																		
Fall 1967	1	5												2		1		
Winter 1968	1	2												3				
Spring 1968	1													2				
OTAL	44	25	3	8	1	11	12	12	15	2	9	11	3	11	4	2	3	

2

| | | |

Labor	Liquor	Military Dept.	Motor Vehicles	P U C	State Comp.	Tax	Treasury	Veterans' Affairs	Vocational Rehab.	Welfare	Workmen's Comp.	Water Resources	TOTAL
			2	2	5	15				7	1		77
		3	4	3	17	6		2		9		1	81
	1	1	3	2	11	10			1	8	1		63
		1		4	2	6	2			2	3	1	32
				3	2	1		2	2	2			31
2													
11	2		6	2	4	5		3		7	1		71
			2	2	5	7				6			60
		2	3	1	6	4		4		3			48
	2		6	4	13	6		5		8	1		84
			1	1	2		2	1	1	3		2	28
	1		1	1	1	2		1		2		1	29
			2		6					4			26
					4					6			16
					6					10			21
13	6	7	30	25	84	62	4	18	4	77	7	5	667

TOTALS

AGENCIES PARTICIPATING	47
EMPLOYEES ENROLLED	667
NUMBER OF COURSES	44

A Demonstration Study of Manpower Planning and Manpower Development Needs in One Division in an Operating Agency in State Government

Example: One division in an agency currently employing 33 people in salary range 20[1] and above.

I. What the basic manpower data indicates

Replacement Requirements:

Five Year Projections (1968-1973)

	Total Staff	Supervisory Personnel
Retirements	4	3
Attrition (other than Retirement)[2]	10	0
Replacements Needed	14	3

Ten Year Projections (1968-1978)

Retirements	13	7
Attrition (other than Retirement)[2]	15	2
Replacements Needed	28	9

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1. Salary Range 20 is $440 to $550 per month.
2. Projection based on turnover experience in this division in the past ten years.

Age as a factor in replacement planning

Of the 33 individuals included in the study:

- 80% are age 45 and above; 20% are under age 45.
- 4 employees are in the 35-44 age group.
- there are no employees under age 30.

Promotional potential as a factor in replacement planning

Based on the division director's appraisal, 20 individuals currently employed have promotional potential for one or more higher classification levels in the division.

There appears to be a relationship between educational level and promotability, for in the assessment of promotional potential by agency officials,

- Five of the eleven college graduates in this group have promotional potential for two or more levels.
- All eleven college graduates have promotional potential of at least one level.
- For the remaining nine who are not college graduates, promotional potential is limited to one level.

II. Using manpower data in a specific situation

The situation: The division director is scheduled for retirement in 1969. The assistant director is scheduled for retirement in 1975. How can agency management utilize manpower data in the decisions on the replacements of these two men?

In replacing the division director management has the following options:

- Promote assistant director who will be age 59 at that time.
- Promote supervisor A, at age 50.
- Go outside division.
- Go outside agency.

If management decides to promote the assistant director to the director position, what options does management then have in filling the assistant director position in 1969?

- Supervisor A, age 50.
- Supervisor B, age 60.
- Supervisor C, age 48.
- Go outside division.
- Go outside agency.

Supervisor B is eliminated, because at age 60 he will retire one year before the newly appointed director retires.

This leaves a choice between supervisors A and C and going outside the division or the agency to fill the position.

This is an example that could be used to develop a complete replacement schedule and a training plan for the individuals with promotional potential.

III. Using a replacement schedule in the development of a training plan for this division

In view of problems of age and the need to short-cut experience, management can systematically help to develop these individuals with promotional potential for increased responsibilities by considering the following check-list:

- Schedule formal management training.
- Foster, systematically, several different kinds of planned work experience or special assignments.
- Provide selected individuals with the opportunity to represent the division in matters before executive and legislative policy-making groups, and with the press and other public groups outside the agency.
- Develop a performance appraisal system to indicate abilities in:
    - decision-making
    - coaching, training, and developing subordinates

- implementing planning and budgeting to programs, and reporting progress
- effecting constructive changes and keeping up with data on new concepts and methods
- accepting agency risks and responsibilities in assuming a leadership role.

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